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ABSTRACT

There are three major stages in the development of public and private higher education in Connecticut. Stage 1 was the private college monopoly stage, started in 1701. Stage 2 was the coexistence period when public institutions were developed. Stage 3, 1950 to the present, is the paradox stage, with increasing competition plus increasing cooperation between the private and public institutions in Connecticut. The policy toward private education is the commitment to keeping the public and private systems in balance. Some of the programs that give identity to Connecticut's policies in private higher education include: (1) presenting grants to individual independent institutions for each Connecticut student educated; and (2) a statewide talent assistance program involving private and public institutions to seek out disadvantaged, especially black and Spanish-speaking, students. In looking ahead to the interface of public and private higher education, the evidence seems to be increasing that public funding for private higher education is an excellent investment. (Author/PG)

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REMARKS

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CONNECTICUT'S COMMITMENT TO PUBLIC AND PRIVATE HIGHER EDUCATION

REPORTING ABOUT CONNECTICUT TODAY IS UNUSUALLY TIMELY. LAST WEEK THE COMMISSION FOR HIGHER EDUCATION IN CONNECTICUT COMPLETED THE FIRST MASTER PLAN FOR HIGHER EDUCATION IN THE STATE'S HISTORY. THE PLAN EVOLVED FROM THE BROADEST PARTICIPATION OF INDIVIDUALS FROM INSIDE THE ACADEMIC COMMUNITY--INCLUDING BOTH THE PUBLIC AND PRIVATE SECTORS--AND OUTSIDE THE ACADEMIC COMMUNITY. CONNECTICUT'S POLICIES, PAST, PRESENT, AND FOR THE NEXT FIVE YEARS, WERE RIGOROUSLY EXAMINED IN THIS PROCESS. THOUSANDS OF INDIVIDUALS PARTICIPATED. ALMOST TWO HUNDRED BRIEFS AND LETTERS WERE SUBMITTED AND SCORES OF PUBLIC MEETINGS WERE HELD THROUGHOUT THE STATE.

THE MASTER PLAN--BOTH IN PROCESS AND IN PRODUCT--MARKS THE MOST RECENT EXAMPLE OF THE EVOLVING POLICY OF COOPERATIVE EFFORTS BETWEEN THE PRIVATE AND PUBLIC SECTORS IN PLANNING FOR THE FUTURE OF HIGHER EDUCATION IN CONNECTICUT.

THE CHAIRMEN OF THE BOARDS OF EACH OF THE PUBLIC CONSTITUENT UNITS AND THE CHAIRMAN OF THE CONNECTICUT CONFERENCE OF INDEPENDENT COLLEGES AND THE CHAIRMAN OF THE COMMISSION WERE, IN FACT, THE STEERING COMMITTEE.

ANOTHER EXAMPLE OF THIS INCREASING COOPERATION OF THE INVOLVEMENT OF THE RESPECTIVE GROUPS WAS IN THE STAFF ACTIVITIES IN DEVELOPING THE MASTER PLAN. WHILE THERE WAS NO FUNDING FOR THE MASTER PLAN, EACH OF THE PUBLIC BOARDS SUPPLIED STAFF ASSISTANCE ON A "LEND-LEASE BASIS," ALTHOUGH NOT REQUIRED, THE CONNECTICUT CONFERENCE OF INDEPENDENT COLLEGES VOLUNTEERED THE SERVICES OF ITS EXECUTIVE DIRECTOR, DR. LEWIS HYDE, IN THE DEVELOPMENT OF THE MASTER PLAN.

BACKGROUND OF CONNECTICUT HIGHER EDUCATION

THERE ARE THREE MAJOR STAGES IN THE DEVELOPMENT OF PUBLIC AND PRIVATE HIGHER EDUCATION IN CONNECTICUT. STAGE ONE. THE PRIVATE COLLEGE MONOPOLY STAGE, STARTED IN 1701 WHEN THE FORERUNNER OF YALE, THE COLLEGIATE SCHOOL, WAS FOUNDED. FOR A CENTURY AND A HALF THE PRIVATE COLLEGES PREVAILED ALONE.

STAGE TWO, A COEXISTENCE PERIOD, WAS IN THE FOLLOWING CENTURY (1850-1950) WHEN PUBLIC INSTITUTIONS, SUCH AS THE FORERUNNER OF THE UNIVERSITY OF CONNECTICUT, THE FOUR STATE COLLEGES AND THE FOUR, TWO-YEAR TECHNICAL COLLEGES WERE DEVELOPED. DURING THIS STAGE THE PRIVATE COLLEGES STILL PREDOMINATED IN BOTH NUMBERS AND PRESTIGE.

STAGE THREE, 1950 TO NOW IS THE PARADOX STAGE: INCREASING COMPETITION PLUS INCREASING COOPERATION. THIS STAGE CONTAINS THE MOST DRAMATIC SHIFT IN POLICY BETWEEN PUBLIC AND PRIVATE HIGHER EDUCATION.

A) IN 1965 CONNECTICUT COMMITTED ITSELF TO MAKE PUBLIC HIGHER EDUCATION AVAILABLE FOR ALL WHO COMPLETED HIGH SCHOOL--A LATE COMMITMENT COMPARED WITH OTHER STATES. IN THREE YEARS, 1968, CONNECTICUT LED THE NATION IN THE PERCENTAGE OF THE POPULATION WITHIN COMMUTING DISTANCE OF RELATIVELY FREE HIGHER EDUCATION WITH VIRTUALLY OPEN ADMISSIONS.

B) IN 1965, A SYSTEM OF HIGHER EDUCATION WAS ESTABLISHED. ALTHOUGH AN EARLIER STUDY HAD RECOMMENDED A GOVERNING BOARD OF REGENTS, THE STATE OPTED FOR A COORDINATING AGENCY. THIS COMPROMISE WAS IN THE SPIRIT OF NEW ENGLAND TRADITION OF STRONG LOCAL GOVERNANCE WITHOUT UNDUE CONTROLS AT THE TOP. INCLUDED IN THE VIRTUES OF A COORDINATING, RATHER THAN A

GOVERNING SYSTEM, WAS THAT THE INDEPENDENT INSTITUTIONS DO NOT HAVE TO COMPETE AGAINST A MAMMOTH SINGLE PUBLIC STRUCTURE OF HIGHER EDUCATION.

C) THE RATIO OF ENROLLMENTS DURING THIS PARADOX STAGE CHANGED DRAMATICALLY ALTHOUGH ENROLLMENTS IN BOTH SECTORS ROSE. FROM 1956 TO 1971 ALONE, THE RATIO SHIFTED FROM 60:40 IN THE PRIVATE VERSUS THE PUBLIC INSTITUTIONS TO 40:60 BY 1971. INTERESTINGLY ENOUGH, IN 1965 WHEN THE COORDINATING SYSTEM WAS ESTABLISHED, ENROLLMENTS WERE IDENTICAL IN THE PUBLIC AND PRIVATE SECTORS.

WITH THE GROWTH OF PUBLIC HIGHER EDUCATION, THE CLAMOR FOR SUPPORT OF PRIVATE HIGHER EDUCATION FOLLOWED AND WAS ATTENDED TO IN A SERIES OF PROGRAMS TO BE NOTED LATER.

WHAT IS CONNECTICUT'S POLICY?

THE POLICY THAT EVOLVED IN CONNECTICUT WITH REGARD TO PRIVATE HIGHER EDUCATION COULD BE DESCRIBED AS "YANKEE HORSE-SENSE" PRAGMATISM. THE GOAL IS TO UTILIZE THE RESOURCES OF THE PRIVATE SECTOR FOR EDUCATING ALL CONNECTICUT CITIZENS. A FURTHER POLICY COMMITMENT IS KEEPING THE PUBLIC AND PRIVATE SYSTEMS IN BALANCE. BY MODEST PUBLIC FUNDING, THE VIABILITY OF THE PRIVATE SECTOR IS REASONABLY GUARANTEED. ANY WEAKENING OF THE PRIVATE SECTOR WOULD PUT UNWELCOME FINANCIAL PRESSURE ON THE PUBLIC SECTOR, AND WOULD WEAKEN ITS POLITICAL POSITION.

HOW HAS POLICY TOWARD PRIVATE HIGHER EDUCATION BEEN REFLECTED IN STRUCTURE AND PROCESS?

THE COMMISSION FOR HIGHER EDUCATION IN WORKING WITH ITS CONSTITUENT UNITS HAS ALWAYS PURSUED A POLICY OF HAVING THE BROADEST PARTICIPATION OF THESE UNITS AND OF THE PRIVATE INSTITUTIONS.

SOME EXAMPLES OF ACTIVITIES IN WHICH THE COMMISSION HAS INVOLVED THE INDEPENDENT INSTITUTIONS, IN ADDITION TO THE MASTER PLAN, INCLUDE:

1. REPRESENTATION ON THE COMMISSION INCLUDES A REPRESENTATIVE OF THE INDEPENDENT COLLEGES AND THE PUBLIC BOARDS.

2. REPRESENTATION ON THE COMMISSION'S COMMITTEE ON PLANNING INCLUDES REPRESENTATIVES OF THE PUBLIC AND PRIVATE SECTOR.

3. HALF OF THE MEMBERS OF THE COMMISSION'S ADVISORY COUNCIL ARE INDEPENDENT COLLEGE PRESIDENTS, THE OTHER HALF ARE FROM PUBLIC COLLEGES.

I FIRMLY BELIEVE THAT A MAJOR CAUSE FOR THE STEADILY IMPROVED INTER-RELATIONSHIP BETWEEN THE PUBLIC AND PRIVATE SECTOR IS DUE TO PERSONAL LEADERSHIP. THE CHAIRMAN OF THE COMMISSION HAS AN UNUSUALLY BROAD PERSPECTIVE AND ACUTE PERCEPTION OF THE NEEDS OF HIGHER EDUCATION, BOTH PUBLIC AND PRIVATE. OUR CHANCELLOR IS UNUSUALLY DEFT AND COMMITTED TO THE PARTICIPATORY PROCESS: IN FACT, I HAVE NEVER SEEN ANYONE MORE COMMITTED TO AND MORE CAPABLE OF RESPONDING TO ITS STRENUOUS REQUIREMENTS AND OPPORTUNITIES. INTEGRITY, DILIGENCE, DIPLOMACY, AND BALANCE ARE EVER PRESENT IN THE MANY ACTIVITIES OF THIS CHANCELLOR'S PERFORMANCE.

MY CONCLUSION IS THAT NOTHING IS MORE IMPORTANT IN IMPROVING THE INTERFACE OF PUBLIC AND PRIVATE INSTITUTIONS THAN THE QUALITIES OF LEADERSHIP WHICH GUIDE THE PRACTICE.

REGIONALIZATION. IN DECEMBER, 1971, CONNECTICUT WAS DIVIDED INTO SIX REGIONS FOR LOCAL DISCUSSING AND PLANNING. THERE IS NO FORMALITY IN THIS ACTIVITY: NO OFFICERS, NO MAJOR BUDGET. THE TOP ADMINISTRATORS OF PUBLIC AND PRIVATE COLLEGES IN EACH OF THE SIX REGIONS COME TOGETHER ABOUT ONCE A MONTH TO DISCUSS COMMON NEEDS AND POSSIBLE WAYS OF MEETING THESE NEEDS.

WHAT ARE SOME OF THE PROGRAMS WHICH GIVE IDENTITY TO CONNECTICUT'S POLICIES IN PRIVATE HIGHER EDUCATION?

1) AS IN ANY NUMBER OF STATES, THERE IS A STATE SCHOLARSHIP PROGRAM WITH AWARDS GIVEN ON THE BASIS OF ACADEMIC PERFORMANCE AND NEED. WHILE CONNECTICUT RANKS 24TH IN POPULATION, IT HAS THE 5TH LARGEST LOAN PROGRAM IN THE COUNTRY. WE ARE MORE INTERESTED IN SEEING FINANCIAL SUPPORT REFLECTED IN A GRANT PROGRAM WHICH WOULD BE MORE EQUITABLE.

2) WE NOW GIVE GRANTS TO INDIVIDUAL INDEPENDENT INSTITUTIONS FOR EACH CONNECTICUT STUDENT EDUCATED. P.A. 73-551. UNDER THIS ARRANGEMENT, WHICH IS 2 PERCENT OF THE TOTAL HIGHER EDUCATION BUDGET, THE GRANT TO THE INDEPENDENT COLLEGES CAN NEVER EXCEED HALF THE NET COST IN THE PUBLIC INSTITUTIONS FOR EDUCATION OF STUDENTS, I.E., ABOUT $1,000. FROM EACH GRANT, 80 PERCENT OF THE MONEY MUST BE RETURNED TO CONNECTICUT STUDENTS AS STUDENT FINANCIAL ASSISTANCE GRANTS. THE SIZE OF THE PROGRAM IN THE COMING YEAR, THE THIRD OF OPERATION, IS APPROXIMATELY ENOUGH TO PERMIT GRANTS TO ABOUT 30 PERCENT OF THEIR CONNECTICUT STUDENTS, UP FROM 10 PERCENT LAST YEAR AND 20 PERCENT THIS YEAR. SOME LEGISLATORS HAVE ARGUED THAT THIS SHOULD HAVE A LIMIT OF FUNDING FOR 50 PERCENT OF THE STUDENTS.

3) CONNECTICUT WAS THE FIRST STATE IN THE COUNTRY TO ESTABLISH A STATEWIDE TALENT ASSISTANCE PROGRAM INVOLVING PRIVATE AND PUBLIC INSTITUTIONS UNDER A CONGLOMERATE CALLED CONNTAC, CONNECTICUT TALENT ASSISTANCE COOPERATIVE, TO SEEK OUT DISADVANTAGED, ESPECIALLY BLACK AND SPANISH-SPEAKING STUDENTS. COUPLED WITH THE CONNTAC PROGRAM IS CONNFACTS, A FACULTY TALENT SEARCH PROGRAM FUNDED BY THE FORD FOUNDATION WHICH SEEKS TO IDENTIFY FACULTY AND ADMINISTRATORS WHO CAN SERVE AS PROFESSIONAL "GENERATORS" FOR MINORITIES IN THE COLLEGES. A COMMUNITY LIAISON/PROGRAM TRAINING IS ALSO INCLUDED.

WHAT IS THE PROGNOSIS?

I JUST SAW A QUOTE FROM CICERO THAT HE WAS SURPRISED THAT ONE SOOTHSAYER DIDN'T LAUGH WHEN HE SAW ANOTHER SOOTHSAYER. THUS, I HESITATE TO PROGNOSTICATE--OR TO LAUGH--IN A ROOM FILLED WITH SOOTHSAYERS MORE INTELLIGENT THAN I. HOWEVER, I AM CONFIDENT THAT CONNECTICUT WILL CONTINUE TO SUPPORT INDEPENDENT HIGHER EDUCATION. SUCH SUPPORT HAS PROVEN TO BE AN INEXPENSIVE INVESTMENT. WE HAVE ATTEMPTED TO MOVE VERY CAUTIOUSLY SO THAT THE NUMBER OF MISTAKES WOULD BE MINIMAL AND READILY CORRECTED. WITH THREE SPECIALIZED EXCEPTIONS, IN THE NINE YEARS OF THE COMMISSION'S LIFE, VIRTUALLY NO INSTITUTION OF HIGHER LEARNING HAS GONE UNDER FINANCIALLY.

ANY APPREHENSIONS THE LEGISLATURE HAD IN 1969 ABOUT DIRECT GRANTS FOR INDEPENDENT INSTITUTIONS SEEM TO HAVE DIMINISHED.

CONNECTICUT, WHILE COMMITTED TO THE STRONGEST POSSIBLE LOCAL RULE FOR INSTITUTIONAL GOVERNANCE, HAS MOVED TO INCREASE THE CENTRAL COORDINATING RESPONSIBILITY OF THE COMMISSION FOR HIGHER EDUCATION, ALERT TO THE BENEFITS OF SUCH COORDINATION FOR BOTH THE PRIVATE AND PUBLIC SECTORS.

IN LOOKING AHEAD TO THE INTERFACE OF PUBLIC AND PRIVATE HIGHER EDUCATION, THE EVIDENCE SEEMS TO BE INCREASING THAT PUBLIC FUNDING FOR PRIVATE HIGHER EDUCATION IS AN EXCELLENT INVESTMENT. THE DEBACLE OF INDEPENDENT INSTITUTIONS WILL HAVE SERIOUS IMPACT ON THE PUBLIC COFFERS.

WE HAVE NOTED THAT THE FIRST 150 YEARS IN CONNECTICUT'S HIGHER EDUCATION WAS MARKED BY A VIRTUAL MONOPLY OF PRIVATE HIGHER EDUCATION. THE SECOND CENTURY WAS MARKED BY COEXISTENCE OF PRIVATE AND PUBLIC

HIGHER EDUCATION. THE MOST RECENT 25 YEARS HAVE BEEN MARKED BY INCREASING COMPETITION AND CAUTIOUS BUT INCREASING COLLABORATION BETWEEN THE PRIVATE AND PUBLIC SECTORS. WHILE THE PRIVATE INSTITUTIONS ARE COLLABORATING MORE THAN THE PUBLIC, THE STATE IS AWARE OF THE INCREASING DESIRE ON THE PART OF THE PUBLIC AND PRIVATE SECTORS TO WORK COOPERATIVELY--NOT NECESSARILY FOR ALTRUSTIC REASONS, THOUGH THIS MAKES GOOD NEWSPAPER COPY, BUT OUT OF "ENLIGHTENED SELF-INTEREST." TO PARAPHRASE NEW YORK'S COMMISSIONER EWALD NYQUIST, ONE OF THE BEST INCENTIVES TO COOPERATIVE EFFORTS IS "THE THREAT OF GOING OUT OF BUSINESS."

IN LOOKING AHEAD TOWARD WHAT PUBLIC POLICY IN CONNECTICUT WILL BE IN REGARD TO PUBLIC HIGHER EDUCATION, AND ESPECIALLY INDEPENDENT HIGHER EDUCATION, ONE POSSIBILITY HAS EMERGED FROM THE RODRIGUEZ AND OTHER JUDICIAL CASES REGARDING THE EQUALIZATION OF ELEMENTARY AND SECONDARY EDUCATIONAL OPPORTUNITIES INDEPENDENT OF THE WEALTH FACTORS OR PROPERTY TAXES. WHILE THE COURTS HAVE STRUCK DOWN SOME CASES FAVORING THIS EQUALIZATION OF OPPORTUNITY, THERE IS REASON TO SUSPECT THAT THE COURTS WILL MOVE INCREASINGLY TOWARD EQUALIZATION. IF COURT DECISIONS ESTABLISH THAT CITIZENS ARE ENTITLED TO ELEMENTARY AND SECONDARY EDUCATIONAL OPPORTUNITIES WITHOUT RESPECT TO ECONOMIC OR GEOGRAPHIC OBSTACLES AND DIFFERENCES, MIGHT IT NOT FOLLOW THAT IN HIGHER EDUCATION THE COURTS COULD LEAD STATES SUCH AS OURS TO PROVIDE TRULY EQUAL EDUCATIONAL OPPORTUNITIES? TO THE EXTENT THAT FEDERAL SUBSIDIES ARE MADE IN THE FORM OF GRANTS TO INSTITUTIONS OF HIGHER LEARNING COULD IT NOT BE THAT DISCRIMINATORY FEES FOR OUT-OF-STATE AND IN-STATE TUITION WOULD BE ILLEGAL? YET EVEN WITHOUT SUCH CHANGES EMPOWERED BY POSSIBLE COURT ACTIONS, WE ARE ALSO ALERT TO THE POSSIBILITIES THAT PUBLIC DEMAND WILL

BRING EQUALIZATION OF OPPORTUNITIES FREE OF ECONOMIC GEOGRAPHIC BARRIERS.

SHOULD THIS COME, THE AVAILABILITY OF PUBLICLY SUBSIDIZED PRIVATE HIGHER EDUCATION, OF COURSE, WOULD REQUIRE MAJOR REEXAMINATION.

EVEN WITH A COMMITMENT TO ENHANCE THE PRIVATE-PUBLIC HIGHER EDUCATION INTERFACE, SOME QUESTIONS OF POLICY STILL PLAGUING REMAIN. SOME EXAMPLES:

WHAT IS THE DISTINCTIVE ROLE AND WHAT ARE THE DISTINCTIVE QUALITIES, IF ANY, IN THE PRIVATE SECTOR, THAT MERIT HEAVY PUBLIC SUBSIDY? WHAT TYPES OF PROGRAMS, FACILITIES AND SERVICES IN THE PRIVATE SECTOR MERIT PUBLIC SUPPORT? AT WHAT LEVEL OF PUBLIC FINANCIAL SUPPORT DOES THE PRIVATE INSTITUTION BECOME ACCOUNTABLE AND, MORE IMPORTANT, HOW? HOW SHOULD ACCOUNTABILITY OF PRIVATE INSTITUTIONS TO THE PUBLIC VARY FROM THE PUBLIC INSTITUTIONS' IF THE VITALITY AND FLEXIBILITY OF PRIVATE INSTITUTIONS ARE TO BE PRESERVED?

THE EXCHANGE OF IDEAS WHICH THIS MORNING'S PANEL ELICITS AS WELL AS THE OTHER PRESENTATIONS, I HOPE, WILL HELP ANSWER THESE AND OTHER POLICY MATTERS. WHEN I THOUGHT I HAD IMPRESSED AN IMPORTANT LEGISLATOR AS TO THE IMPORTANCE OF MY PRESENTING REMARKS TODAY AND THEREFORE MY INABILITY TO ATTEND AN IMPORTANT MEETING WITH HER AND HER FELLOW LEGISLATORS, SHE SPONTANEOUSLY RESPONDED, "GREAT. I HOPE YOU BRING BACK LOTS OF IDEAS." I AM HOPING TO BRING BACK LOTS OF IDEAS.